DOCUMENT RESUME

ED 298 391 CG 021 072

TITLE A Report to the Congress: Joining Together To Fight Child Abuse.
INSTITUTION National Center on Child Abuse and Neglect (DHHS/OHDS), Washington, D.C.
PUB DATE Jan 86
NOTE 53p.
AVAILABLE FROM Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402.
PUB TYPE Reports - General (140)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Adolescents; *Agency Cooperation; *Child Abuse; *Child Neglect; Children; Child Welfare; Community Programs; *Coordination; Federal Legislation; *Federal Programs; *Government Role; State Programs

ABSTRACT

This report concerns the coordination of goals, objectives, and activities of agencies which have responsibilities for programs and activities related to child abuse and neglect, as required by P.L. 93-247, as amended. It describes some of the combined efforts of federal agencies and other organizations for the calendar years 1983 and 1984 and highlights some activities which were underway in 1985. A summary of highlights of the report is given. The introduction to the report provides an overview of the problem of child abuse in the United States, looking at definitions of abuse and neglect and presenting characteristics of reported cases. The National Center on Child Abuse and Neglect and the Advisory Board on Child Abuse and Neglect are described as two mechanisms for coordination of child maltreatment prevention efforts. Major activities in the area of interagency coordination and other federal efforts are briefly reviewed. Federal efforts to encourage state and local coordination are also described. A look at fiscal year 1985 activities considers the issues of the medical treatment of disabled infants and guidance to states to prevent child abuse in day care facilities. The appendices list Advisory Board on Child Abuse and Neglect memberships for 1983-1984 and for 1985, and state liaison officers for child abuse and neglect. (NB)

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Department of Health and Human Services
Office of Human Development Services
Administration for Children, Youth and Families
National Center on Child Abuse and Neglect

ED298391

A Report to the Congress: Joining Together to Fight Child Abuse

CG 021072

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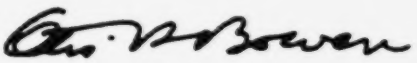
A Message to the Congress

In recent years, there has been a new urgency in this nation's battle against child abuse and neglect. This urgency has been fueled in part by the startling revelations of reported child sexual abuse by staff of preschool programs; by public concern about the treatment of disabled infants with life-threatening conditions (Baby Doe); and by public response to two highly-acclaimed television productions, *Something About Amelia*, a film on incest involving a father and his young daughter, and *Adam*, a drama based on the true-life abduction and murder of 6-year-old Adam Walsh.

National concern and commitment to action cross regional, State and local boundaries, reflecting a bipartisan spirit of cooperation on behalf of our nation's children. This concern can be seen in the intensified efforts of agencies and organizations at all levels to work together to protect our children from abuse and exploitation. The Federal government is encouraging improved communication and coordination among these groups and has itself undertaken a number of important interagency activities relating to child abuse and neglect. For example, former Secretary Margaret M. Heckler wrote a letter to all departments and agencies within the Federal government requesting cooperation and joint action in our battle against family violence, much of which is directed at children.

It is with a sense of renewed commitment to this national effort that I submit this first report to the Congress on the coordination of goals, objectives and activities of agencies which have responsibilities for programs and activities related to child abuse and neglect, as required by P.L. 93-247, as amended.

This report, prepared by the National Center on Child Abuse and Neglect in cooperation with the Advisory Board on Child Abuse and Neglect, describes some of the combined efforts of Federal agencies and other organizations for the calendar years 1983 and 1984, and highlights a few of the activities which were underway in 1985. I submit this report in the hope that it will encourage even greater efforts on the part of every involved agency and organization nationwide. As a society, we can and must join together to strengthen families and to protect our children both in and out of their homes.



Otis R. Bowen
Secretary of Health and
Human Services

A Report to the Congress: Joining Together to Fight Child Abuse

A report on Federal efforts in 1983-84 to encourage communication, cooperation and coordination among the many agencies and organizations which are working to combat child abuse in the United States.

Department of Health and Human Services
Office of Human Development Services
Administration for Children, Youth and Families
National Center on Child Abuse and Neglect

January 1986

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, DC. 20402

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Highlights of the Report: A Summary

Child Abuse in the United States

- Approximately 1.5 million children were reported as abused or neglected in 1983 based on an estimated 1 million reports of abuse and neglect documented by child protective service agencies—a 142 percent increase since 1976. This increase in reporting may be attributed to greater public awareness, the strengthening of state laws, the implementation of 24-hour hotlines, and the improvement of state data collection systems.

- The largest number of reports—39 percent—came from friends, neighbors and relatives.

- Of the total number of families in the United States with children under age 18, 19% are headed by single females. However, within the reported statistics of child abuse and neglect, 40% of the cases occur in families headed by single females.

- Ninety-eight percent of all reported cases involved someone the child knows; 92 percent involved the child's natural, step or foster parent.

- An estimated 72,000 children were reported as victims of sexual molestation to child protective service agencies in 1983, an increase of 852 percent in the number of reports since 1976.

- The nation has an estimated 1 million runaways and 225,000 to 500,000 homeless youth, many of whom are particularly vulnerable to prostitution, pornography, or other sexual exploitation.

Mechanisms for Coordination

- The National Center on Child Abuse and Neglect is the focal point in the nation for generating knowledge, collecting information, improving programs and disseminating materials and best practices to States and localities.

- The National Advisory Board on Child Abuse and Neglect, made up of 20 representatives from Federal departments and seven members from the public-at-large in 1983-84, is the primary mechanism for encouraging coordination among Federal agencies and State and local agencies and organizations in both the public and private sector.

- Many Federal agencies have reviewed their missions in light of the critical child abuse and child exploitation issues facing the nation in the past 2 years. This re-examination has led to interaction and joint activities among Federal agencies and increased assistance to States and localities.

Interagency Coordination and other Federal Efforts

- Former Secretary of Health and Human Services Margaret M. Heckler and former Secretary of Education Terrence H. Bell sent a joint letter to more than 150,000 administrators and boards of the nation's 15,500 school districts urging fuller involvement in identifying, reporting, and preventing child abuse.

- Former Attorney General William French Smith and former Secretary Heckler sent a joint letter to 50,000 law enforcement officials urging their cooperation and renewed efforts to fight child abuse.

- The National Center for Missing and Exploited Children opened in April 1984. By year's end it had processed almost 15,000 phone calls and distributed 182,000 pieces of information.

- The Office of Human Development Services and the Bureau of Indian Affairs initiated a joint effort to improve child welfare services to Indian children and their families, including protecting Indian children from abuse and neglect.

- Approximately 100,000 copies of the new National Center on Child Abuse and Neglect (NCCAN) pamphlet, "Child Sexual Abuse Prevention—Tips to Parents" were reproduced by the National Association of Retail Druggists for distribution through member stores, which reprinted thousands more. The National Association of Child Care Managers reproduced 250,000 for distribution to its network of proprietary day care providers. The NCCAN Clearinghouse has distributed more than 700,000 and continues to respond to approximately 50,000 requests per month. NCCAN has enlisted the aid of many other groups and has also reprinted the pamphlet in Spanish for further dissemination.

- The Office of Juvenile Justice and Delinquency Prevention and the Office of Human Development Services are cooperating to help expand Court Appointed Special Advocates (CASA) programs over the nation. CASA volunteers are trained, supervised volunteers, appointed by a judge to represent the best interests of children whose placements are being decided by a court. Many of these children are in the court system because of abuse or neglect. There are now more than 25,000 CASA volunteers—one of the fastest growing volunteer groups in the nation.

- In 1984, the Department of Defense established a Military Family Resource Center as an integral unit of the Department of Defense. The Center assists military families all over the world, including preventing and remedying child abuse and

neglect. This program began in 1980 with cooperation from the Department of Health and Human Services and the Armed Forces YMCA.

- The Coast Guard, in cooperation with other agencies, established a Family Program which assessed the needs of more than 20,000 Coast Guard families and established a child abuse and neglect prevention program.

- Twenty-six hundred people attended the Sixth National Conference on Child Abuse and Neglect in Baltimore in September 1983. The largest such conference held to that date, it was coordinated and planned by NCCAN, the Baltimore Junior League and 24 other organizations. The Seventh National Conference was held in Chicago in November 1985, with an attendance of more than 2,700.

State and Local Coordination

- NCCAN and numerous Federal agencies are encouraging State and local coordination of activities related to child abuse and exploitation through funds for research and demonstration projects and through state grant programs.

Addendum: "Baby Doe" Regulations

- The Department of Health and Human Services received 116,000 letters of comment on the Notice of Proposed Rulemaking relating to disabled infants with life-threatening conditions (Baby Doe) published in the *Federal Register* in December 1984. The final rule, published in April 1985, reflects a careful balance between the need to establish effective protection of the rights of disabled infants and the need to avoid unreasonable government intrusion into the practice of medicine and parental responsibilities. The Department also published Model Guidelines for the establishment of Infant Care Review Committees by health care providers.

Conclusion

- In the months ahead, the Department of Health and Human Services will place an even greater emphasis on improving communication and coordination at all levels of government and with private agencies and organizations. The Department is also encouraging increased corporate involvement and is expanding the non-Federal membership of the Advisory Board on Child Abuse and Neglect.

Introduction: Child Abuse in the United States

Approximately 1.5 million children were reported as abused or neglected in 1983, based on an estimated 1 million reports documented by child protective service agencies and participating jurisdictions in the United States—a 142 percent increase in the number of reports since 1976. For every 1,000 children in this country in 1983, almost 24 were reported as abused or neglected. This increase may be attributed to greater public awareness, the strengthening of State laws, the implementation of 24-hour hotlines, and the improvement of State data collection systems. (The American Humane Association compiles national child abuse and neglect reporting statistics collected from child protective service agencies. Unless otherwise indicated, statistics are based on reports from this Association.)

Definition of Abuse and Neglect

Child abuse and neglect is defined in the Child Abuse Prevention and Treatment Act of 1974, P. L. 93-247, as amended, 42 U.S.C. §5101. (This definition is included in the Appendices.) The 1978 amendments, Title I of P. L. 95-266, identified for the first time sexual exploitation as a form of child abuse. The regulations implementing the 1978 amendments included failure to provide medical care as a form of neglect.

The Child Abuse Amendments of 1984, P. L. 98-457, included additional definitions. The definition of a person responsible for a child's health or welfare was expanded to include any employee of a residential facility or any staff person providing out-of-home care. The 1984 amendments also contained a specific definition of sexual abuse. According to the law, an individual who is under the age of 18 is considered a child for the purposes of defining sexual abuse.

The 1984 amendments contained new provisions which address the issue of medical treatment for disabled infants with life threatening conditions (Baby Doe). Under these provisions, in order to be eligible for basic child abuse State grant funds, States must have established, by October 9, 1985, programs and/or procedures for responding to reports of medical neglect, including reports of the withholding of medically indicated treatment from disabled infants with life-threatening conditions.

Characteristics of Reported Cases

Child abuse and neglect are usually reported to child protective service agencies by friends, neighbors, relatives, medical professionals, school personnel, social workers, law enforcement officials and others. In 1983, 39 percent of all reports of child abuse came from friends, neighbors and relatives. Reports from professional groups were fairly evenly divided, with reports from medical professionals

at 11 percent; schools, 13 percent; law enforcement, 11 percent; and social services, 11 percent. Child care providers accounted for 2 percent; 11 percent of all reports were anonymous; and 2 percent were unspecified. The child abuse and neglect reporting system is focused on abuse and neglect within families. Most assaults against children by strangers or others not responsible for the care of the child are not reported through child protective service agencies, but through other involved agencies, such as hospitals, schools and law enforcement agencies.

Of the total number of families in the United States with children under the age of 18, 19% are headed by single females. However, within the reported statistics of child abuse and neglect, 40% of the cases occur in families headed by single females. Families with reports of child abuse and neglect tend to be somewhat larger than the average American family—2.2 children, as compared with 1.9 for all families. Forty-seven percent receive public assistance, compared to about 12 percent of all families. Finally, the abused or neglected children, as a group, tend to be younger than the average of all children in the population, 7.1 years, as compared to 8.6 years.

The reported cases also show that the abuser is almost always someone the child knows, with most reports—92 percent—involving the child's natural, step or foster parent. Other relatives accounted for another 5 percent. As previously indicated, we believe that these statistics reflect the way the reporting system is structured, with its focus on abuse within families.

The most frequently reported form of child maltreatment is neglect, which alone or in combination with abuse, accounts for 65 percent of all reports. Neglect generally includes failure to provide or deprivation of such necessities as nourishment, shelter, clothing, medical care, education and supervision. Abandonment is also considered a form of neglect. More child fatalities are attributed to neglect than to abuse.

An increasing number of reported abuse cases involve child sexual abuse. An estimated 72,000 children were reported as victims of sexual molestation to child protective service agencies in 1983, an increase of 852 percent in the number of reports since 1976.

Studies show a high rate of sexual victimization of children by nonfamilial perpetrators. A 1980 study by Diane Russell, Ph.D., funded through the cooperative efforts of the National Center on Child Abuse and Neglect and the National Institute of Mental Health, revealed that 16 percent of a random sample of adult women in San Francisco had experienced familial sexual abuse and 31 percent experienced nonfamilial sexual abuse before the age of 18. When both forms of sexual abuse were considered, 38 percent of the sample reported having experienced at least one incidence of sexual abuse by age 18. Relatives represented 29 percent of the perpetrators; persons known to, but not related to the victim represented 60 percent; and 11 percent were strangers. Thus, according to this study—the only one based on a random sample of adult women—a young female victim is twice as likely to be sexually abused by an acquaintance as by a relative and is six times as likely to be sexually abused by an acquaintance as by a stranger. A "relative" in this study was defined as a person related to the victim either by blood or marriage, such as a father or stepfather or a brother or stepbrother. These comparative risks are not reflected in the national reporting data on child maltreatment since the data base includes only maltreatment by family members and caretakers.

Runaway or Homeless Youth

The Department of Health and Human Services estimates more than 1 million runaways and 225,000 to 500,000 homeless youth. The number of runaways is based upon an update by the Inspector General in 1983 of the 1975 "National Statistical Survey of Runaway Youth." The number of homeless is derived from periodic informational reports from runaway shelters and from national youth service organizations.

A recent survey conducted by the National Network of Runaway Youth Services documented 8,330 cases of physical and sexual abuse handled by 300 shelters across the country. A study by the Inspector General's Office of the Department of Health and Human Services in 1983 revealed that 36 percent of the adolescents served by Federally funded shelters for runaway and homeless youth had been victims of physical and sexual abuse. Many experts also agree that runaway and homeless youth are particularly vulnerable to prostitution, pornography, and other sexual exploitation, as well as other dangers which are a daily part of life on the street.

A 1981 study by Silbert and Pines of 200 juvenile and adult prostitutes revealed that three-fourths started prostitution as juveniles, that they had experienced extremely high levels of sexual abuse as children, that the mean age of first sexual victimization was 10 years, that 70 percent said that sexual exploitation affected their decision to become prostitutes, and that 90 percent were runaways.

Mechanisms for Coordination:

The National Center on Child Abuse and Neglect

and

The Advisory Board on Child Abuse and Neglect

The Child Abuse Prevention and Treatment Act of 1974 established the National Center on Child Abuse and Neglect (NCCAN) as a focal point for generating knowledge, collecting information, improving programs and disseminating materials and information on best practices to States and localities.

The Child Abuse Prevention and Treatment Act of 1974 also established the Advisory Board on Child Abuse and Neglect, made up of representatives of major Federal departments and agencies to advise the Secretary of Health and Human Services (then Health, Education and Welfare) on coordination of Federal efforts to prevent and treat child abuse and neglect. The 1978 amendments, Title I of P. L. 95-266, provided for the appointment of at least three experts in the field of child abuse and neglect from the public-at-large. These experts serve staggered 2-year terms. In 1978, the Secretary appointed six members. In 1982, a new Board was established with seven members from the public-at-large. These members, who served through 1984, included a volunteer from California with experience in family support programs for military communities, a Texas attorney, a family court judge from Utah, a Texas doctor who is also a professor of medicine, a volunteer member of the Illinois Advisory Committee on Child Abuse and Neglect and the Illinois Parents Anonymous Board, a former president of the Junior League and a leader in social programs in California, and the founder of the National Committee for Prevention of Child Abuse in Illinois (now deceased).

In addition to these experts on child abuse from the general public, there are 20 members who represent Federal agencies and departments, including ACTION, Agriculture, Commerce, Defense, Education, Health and Human Services, Housing and Urban Development, Interior, Justice, Labor, and Transportation. The Commissioner of the Administration for Children, Youth and Families is the chair of the Advisory Board, which meets approximately three times a year. Participation

during 1983-84 was unusually high, with virtually every Federal agency represented and almost all the public members in attendance. In addition, an average of ten to fifteen observers from national organizations attend each meeting. (The Advisory Board membership for 1983-84 is included in the Appendices, along with the expanded list of board members for 1985.)

The combination of private citizen and Federal agency involvement on the Board ensures that child abuse and neglect issues are addressed and activities are undertaken within the context of both national and community needs. The Board creates a framework for sharing information among a broad range of groups and broadens outreach by coordinating the resources of many disciplines. Through the exchange of information, the Board is also instrumental in helping Federal agencies to maintain clarity about their respective roles and responsibilities, thereby reducing duplication and overlap of programs.

The National Center on Child Abuse and Neglect serves as the Executive Secretariat for the Board; the Board, in turn, serves as one of NCCAN's major mechanisms to coordinate child abuse activities among Federal agencies and to encourage the coordination of activities at State and local levels in both the public and private sectors.

The 1978 amendments also required the Board to develop a plan to enhance coordination of child abuse and neglect activities. This plan, reported to the Congress in 1980, defined six objectives for coordination. These objectives continue to reflect the role and work of the Board:

- to identify strategies for developing community-based comprehensive plans for preventing child abuse and neglect;
- to identify specific ways to bring to the attention of Federal, State and local programs the needs of the abused and neglected child within the context of his or her family;
- to specify mechanisms to stimulate activities to improve State and local child protective services;
- to identify ways to stimulate voluntary sector research, service delivery and advocacy for prevention and treatment and to improve coordination with appropriate public agencies;
- to identify and implement proposals for improving communication and coordination among Federal agencies; and
- to specify mechanisms by which NCCAN will maintain its leadership role in coordination and in improving the capacity of agencies to respond effectively.

The Clearinghouse

Much of the information-sharing at all levels is coordinated through NCCAN's Clearinghouse, a major resource for the acquisition and dissemination of child abuse and neglect materials. In 1984, the Clearinghouse sent a questionnaire to more than

4,000 agencies and individuals over the nation to bring its data base up-to-date. In addition, the Clearinghouse keeps current by networking with national and international organizations; reviewing relevant journals, papers and catalogs; and by making periodic searches of related data bases such as those maintained by the Juvenile Justice Clearinghouse, MEDLARS at the National Library of Medicine, and Project SHARE, a clearinghouse responsible for gathering and disseminating information on the management of human services.

The Clearinghouse receives 1,200 phone and mail requests for information each month from members of Congress, academicians, researchers, students, staff from all professions working with families, Federal workers, and the general public. The Clearinghouse, which itself has published 80 documents in its 10-year history, distributes an average of 4,500 documents each month. Approximately 60 requests per month require special responses in the form of a new database search or the location of materials, organizations, or resource persons.

Increased Federal Concern

In addition to participating on the Advisory Board on Child Abuse and Neglect as a mechanism for coordination, officials of the numerous agencies within the Departments of Health and Human Services, Justice, Education, and other departments have reviewed their respective missions in light of the critical child abuse and neglect and child exploitation issues facing the nation in the past 2 years. This re-examination of objectives led to discussions across departmental lines and in turn helped to stimulate increased interagency cooperation and coordinated activities.

This report to the Congress describes many of the Federal efforts since 1983 to promote coordination, communication and information-sharing among the many public and private agencies at all levels which are working to promote awareness and fight child abuse and exploitation in the United States.

Interagency Coordination and Other Federal Efforts

In 1983 and 1984, Federal agencies, acting in concert with the Advisory Board on Child Abuse and Neglect or pursuing independent or joint activities with other agencies or organizations, worked together to promote awareness, share information and take action to fight child abuse and exploitation. Major activities included:

Reaching Educators

- Former Secretary of Health and Human Services Margaret M. Heckler and former Secretary of Education Terrel H. Bell sent a joint letter and an NCCAN publication, "The Educator's Role in the Prevention of Child Abuse and Neglect" to more than 150,000 school administrators and boards of the nation's 15,500 school districts. The letter stressed the potential and importance of school personnel in identifying and reporting child abuse or neglect because of the substantial periods of time these professionals spend with children. Educators were urged to learn to recognize the symptoms of maltreatment, know the State's reporting requirements, and participate in inter-disciplinary community programs.

- The Department of Education awarded funds to the New York Department of Education to operate ESCAPE (Eastern Stream Child Abuse Prevention and Education). This project worked to improve interagency coordination among the migrant education system, the school systems, and the social services-child protective services systems of eight States—Florida, New York, New Jersey, Pennsylvania, Massachusetts, Tennessee, Vermont, and Virginia. The project facilitated the development of interstate and intrastate agreements and protocols, disseminated materials on migrant child abuse and neglect, and provided in-service training to program directors and educators.

Working with Associations

- The National Committee for Prevention of Child Abuse, under a grant from NCCAN, continues its efforts to involve various organizations in child abuse activities. The National Committee, in conjunction with the National Parent and Teachers Association, prepared packets of child abuse materials, including information on child sexual abuse. These materials were distributed to 30,000 Parent Teacher Associations to be used by parents and teachers.

- The National Committee also developed and distributed specialized packets of information to 10,200 chapters of the General Federation of Women's Clubs and more than 1,000 to the American Medical Association Auxiliaries. The

Committee continues to work with the Boys Clubs, Girl Scouts and, more recently, the Global Ministries of the United Methodist Church. The National Committee has also written the first draft of a paper, "Reducing Child Abuse by 20 Percent by 1990: A Public-Private Partnership."

- The Office of Human Development Services has enlisted the cooperation of numerous professional associations, supermarkets, State organizations and other groups to distribute the new NCCAN pamphlet, "Child Sexual Abuse Prevention—Tips to Parents." The pamphlet emphasizes the importance of listening to children, observing their behavior and improving communication with them, and also provides useful information on how to assess and select child care arrangements. The National Association of Retail Druggists printed 100,000 copies for distribution through member stores and individual druggists are reprinting thousands more. The National Association of Child Care Managers reproduced 250,000 copies for distribution through their network of proprietary day care providers. The NCCAN Clearinghouse has distributed more than 700,000 copies to a wide variety of groups involved or interested in child abuse prevention, and is continuing to respond to requests for additional pamphlets at the rate of about 50,000 a month.

  In 1985, 250,000 copies of this pamphlet have been reprinted in Spanish, and are being distributed through Hispanic networks, the Head Start program, Department of Health and Human Services regional offices and State child abuse officials.

Coordinating with Law Enforcement Officials

- Former Attorney General William French Smith and former Secretary of Health and Human Services Margaret M. Heckler sent a joint letter in November 1984 to 50,000 law enforcement officials, including the nation's chiefs of police and sheriffs. The two Cabinet members stressed the need for the cooperation and renewed efforts of law enforcement officials to help fight child abuse and neglect and enclosed a copy of the NCCAN publication, "The Role of Law Enforcement Officials in the Prevention and Treatment of Child Abuse and Neglect." In response to the letter, regional officials of the Office of Human Development Services report calls from law enforcement offices requesting information about training and other needs.

- The Attorney General's Task Force on Family Violence, established by former Attorney General William French Smith, was charged with identifying the scope of family violence in America. The final report and recommendations, published in September 1984, recommended that the legal system treat assaults within the family as seriously as it would treat the same assault if it occurred between strangers.

  Further, the report recommended that intervention in family violence cases must be a strong, coordinated effort by the criminal justice system, victim assistance agencies and the entire community. The report stressed that the resources of

individuals, businesses, and the media be joined with those of government agencies. It also emphasized the special need for cooperation across the gap that frequently separates the criminal justice system from the providers of social services and made recommendations for achieving this coordination.

Expanding Knowledge of Family Violence

- The New England Center for Continuing Education at the University of New Hampshire conducted the Second National Conference for Family Violence Researchers in August 1984. The conference brought together more than 300 family violence researchers from a range of disciplines who presented current research in both child abuse and spouse abuse. Representatives of NCCAN, the National Institute of Mental Health and the Department of Justice participated.

Working on Behalf of Missing, Runaway or Homeless Children

- The National Center for Missing and Exploited Children was established in April 1984 with funding from the Office of Juvenile Justice and Delinquency Prevention. The new Center, with its sophisticated, computerized system, facilitates the coordination of activities and the sharing of information among every law enforcement and child locator agency in the nation. The Center has a national board of directors representing a number of disciplines and a technical advisory board composed of law enforcement and child abuse and neglect prevention practitioners from across the nation.

  Between April and December 1984, the Center processed almost 15,000 phone calls on its national toll-free number (1-800-THE LOST) including approximately 11,500 requests for information and reports including the following: 2,000 sightings, 830 parental kidnappings, 614 voluntary missing reports, 42 abductions by strangers, and 99 reports of sexual exploitation.

  The Center also printed and distributed 182,000 pieces of information in several categories, including "Selected State Legislation" which was sent to 15,000 State legislators and other interested individuals. The Center also distributed a "Stranger-Abducted Children's Directory" and in the next 2 years is planning a training manual for police department investigations on child pornography and exploitation. Training will be provided for staff of 1,100 agencies.

- The Department of Health and Human Services continued to support the development of coordinated networks of runaway and homeless youth centers. As previously mentioned, one study showed that 36 percent of the adolescents served by Federally funded shelters had been victims of abuse, and most experts agree that runaway and homeless youth are especially vulnerable to sexual exploitation. One of the most important functions of the networks is to strengthen the coordination of services for runaway and homeless youth and families among Federal, State, local and private sector agencies. An important result of networking in 1983 was the appropriation of $4 million by the State of Texas for the support of programs for runaway and homeless youth.

In 1983, the Department of Health and Human Services funded grants for 228 centers, a 42 percent increase over 1982. In 1984, the Department funded 265 centers, an increase of 16 percent over 1983. The national runaway hotline (800-621-4000) serves an important coordinating role by referring parents or youth to numerous local shelters and youth service agencies. In 1984, the hotline responded to 250,000 calls.

- The Coordinating Council on Juvenile Justice and Delinquency Prevention adopted child abuse and exploitation as a priority area for 1984-85, and, as a prelude to recommendations and plans for action, began a series of presentations on timely subjects such as the new National Center for Missing and Exploited Children. This Cabinet level council, which meets quarterly, is an independent organization within the Executive Branch whose purpose is to coordinate resources in addressing problems associated with juvenile delinquency. The Council has appointed a sub-committee of representatives from the Family and Youth Services Bureau in the Administration for Children, Youth and Families and the Office of Juvenile Justice and Delinquency Prevention to coordinate activities having to do with missing and runaway youth.

Exploring the Relationship Between Abuse and Crime

- The National Committee for Prevention of Child Abuse sponsored a national conference funded by the Office of Juvenile Justice and Delinquency Prevention at the Wingspread Conference Center in Racine, Wisconsin, in April 1984. Thirty experts explored the association between child abuse and delinquency and crime. Participants represented a wide range of agencies and organizations, including State and local officials of child abuse prevention and runaway youth programs, a juvenile court judge, an educator, and Federal representatives from the Attorney General's Task Force on Violence, the National Institute of Mental Health, the Family and Youth Services Bureau, and NCCAN. The group proposed guidelines for future research and policy development.

Encouraging the Development of Children's Trust Funds

- The National Center on Child Abuse and Neglect sponsored a forum on Children's Trust Funds in June 1984 in Washington, D. C. which was attended by members of national organizations, Congressional staff, the Advisory Board on Child Abuse and Neglect, the media, and others. Children's Trust funds appeal to States because they do not reduce the regular State appropriations for other social service programs, they help to develop grassroot support for family services, and they focus attention on services which can prevent child abuse and other family violence. Children's Trust Funds are under the direction of citizen groups. To set up trust funds, States usually put surcharges on such items as marriage licenses, birth certificates or divorce decrees and/or provide for contributions through State income tax refunds. Thirteen States have started Trust Funds since the forum, bringing the total to 30 States by the end of 1985, generating approximately $15-22 million per year by the States.

Expanding Court Appointed Special Advocate Programs

- The Office of Human Development Services (HDS) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) are cooperating to help extend Court Appointed Special Advocate (CASA) programs in family and juvenile courts over the nation. CASA volunteers are trained, supervised volunteers, appointed by a judge to represent the best interests of children whose placements are being decided by a court. Many of these children are in the court system because of abuse or neglect.

  OJJDP sponsored, with HDS cooperation, a National Launching Conference in June 1984 in Washington, D. C. This meeting brought together newly-formed interdisciplinary task forces from every State to launch the effort to expand CASA programs and to enhance permanency planning for children. OJJDP funded the National Council of Juvenile and Family Court Judges (NCJFCJ) to work with the National CASA Association in the expansion; HDS has provided seed money through grants to the NCJFCJ and the National Council of Jewish Women, and through direct grants to communities. President Reagan presented the National CASA Association with one of only 18 Volunteer Action Awards in ceremonies at the White House in April 1985. CASA volunteers, who now number 25,000 nationwide, represent one of the nation's fastest growing volunteer efforts.

Assisting Military and Coast Guard Families

- In October 1984, the Department of Defense (DoD) established a Military Family Resource Center as an integral unit of the Department of Defense. This center began in 1980 as a demonstration with initial funding from the NCCAN to the Armed Forces YMCA. The Center is assisting the Assistant Secretary of Defense for Health Affairs and the military services to establish and operate a comprehensive family advocacy program to assist military families. The Center maintains a comprehensive library of research and resource materials and operates a toll-free information line (800-336-4592). It also facilitates joint-service demonstration projects, serves as a liaison to national and State offices, and assists in the resolution of joint-service issues.

- Project "SAFE", a multi-purpose family violence prevention and treatment project, serves all military families assigned to Army, Navy, Air Force, Marine Corps and Coast Guard units in Hawaii. The 3-year demonstration, which ended September 1985, is a result of cooperative efforts of all the military services, the Department of Defense, the U. S. Coast Guard in the Department of Transportation, the Health Resources and Services Administration in the Department of Health and Human Services, the Hawaii State Department of Social Services and Housing and the Governor's Office of Children and Youth. The project provides shelter for abused spouses and their children, outreach services to individuals and families at risk, clinical services to victims and their families, and an evaluation of the cost-effectiveness of each of the components.

- The Coast Guard worked closely with the Assistant Secretary for Health Affairs in the Department of Defense and the NCCAN to establish, in April 1983, the Coast Guard Family Advocacy Program which has since been renamed the Family Program. The participating agencies assessed the needs of more than 20,000 Coast Guard families and established a child abuse and neglect prevention program which stressed awareness, education, and information and referral.

  The program relies heavily on coordination and use of resources already in place—primarily DoD Family Service Centers, civilian social service agencies and medical facilities. The Family program works closely with the Armed Forces YMCA which has a demonstration grant from NCCAN relating to military families. Currently, the Family Program is working with agencies in the Department of Health and Human Services on missing children initiatives and other issues.

Using Foster Grandparents

- Out of 248 Foster Grandparents projects funded by ACTION, 85 coordinated with 153 public agencies and private non-profit organizations serving abused and neglected children. On a daily basis, 633 Foster Grandparents assist some 2,280 abused or neglected children in both residential and non-residential settings.

- Other variations on the Foster Grandparents projects were realized in four innovative programs funded by the NCCAN. These programs trained and placed cadres of senior citizens to serve as aides in school districts, providing in-home services to at-risk parents, pregnant adolescents and foster care families with whom abused and neglected children had been placed.

Assisting Indian Families

- In 1984, the Office of Human Development Services and the Bureau of Indian Affairs (BIA) initiated coordinated efforts leading to the improvement of child welfare services, including child abuse and neglect. As a result of this joint effort, almost 200 grants, totalling more than 11 million dollars, were awarded to Indian tribes and organizations. Priorities included protecting Indian children from abuse or neglect, reuniting runaway Indian youth with their families, and reuniting Indian children in foster care with their families or placing them in permanent adoptive homes.

  One of the important elements of this coordinated effort is the potential for cooperation among Federal agencies—one of the provisions of the President's Indian Policy Statement in 1983. As part of the joint program, the Administration for Native Americans, the Administration for Children, Youth and Families, and BIA are working together to share information and coordinate resources. As part of this initiative, tribes are encouraged to set up working relationships with State, county and local governments through joint child welfare planning and agreements.

Coordinating with the Media

- In August 1984, the NBC Network aired "Silent Shame," an hour-long documentary which examined the problem of child sexual abuse, the connection between sexual abuse of children and child prostitution and pornography, the channels through which pornographers and pedophiles operate and the efforts of law enforcement agencies to apprehend sexual offenders. NCCAN and regional offices of the Office of Human Development Services cooperated with NBC to handle or refer calls to appropriate resources. In many cases, regional offices worked with local NBC affiliates to provide local hotline numbers. Hundreds of referrals were made nationwide.

Exploring Mental Health Findings

- The NCCAN and the National Institute of Mental Health sponsored a seminar for researchers, educators and other interested individuals in October 1984 to review the findings of six child abuse and neglect mental health projects funded by each agency. These projects dealt with issues relating to court testimony, community coordination, serving indigent minority persons, foster care placement and basic treatment procedures.

Coordinating on Behalf of Developmentally Disabled Children

- NCCAN and the Administration on Developmental Disabilities sponsored a Conference on Developmental Disabilities in Abused and Neglected Children in Philadelphia in May 1983 under a grant with West Virginia University. Approximately 50 people, representing academia and public and private agencies at all levels, attended this national conference. In addition, NCCAN has funded special demonstration projects to develop new techniques to deal with developmentally disabled children and to help the parents of these children to cope with their special problems and challenges.

Surveying 50 States on Drug and Alcohol Confidentiality Laws

- The National Institute on Drug Abuse, the National Institute on Alcohol Abuse and Alcoholism and the Office of the Assistant Secretary for Planning and Evaluation in the Department of Health and Human Services are cooperating to conduct a 50-State study of how the confidentiality of alcohol and drug abuse patient records affect the reporting of child abuse and neglect. The study will survey the directors of all State alcohol, drug abuse, and mental health programs as well as the directors of child protective services. Local directors will be surveyed in 20 selected States. The survey is expected to be completed by early 1986.

Coordinating Through Special Events

- April is the month designated by the Congress and proclaimed by the President as Child Abuse and Neglect Month. Activities to observe this month are coor-

dinated each year among Federal, State and local agencies, private organizations and the corporate community. A major objective of the month's activities is to focus media attention and increase public awareness about the need to prevent child abuse and neglect.

In 1983, the National Committee for Prevention of Child Abuse launched its new public awareness campaign in conjunction with the Federal government's kick-off for the month. "Spiderman," from Marvel comics and "Planetanimals," representing a new line of toys, joined citizens, school children and Federal employees from a number of agencies at the kick-off celebration in the Hubert H. Humphrey Building of the Department of Health and Human Services. Fifteen national and local organizations set up exhibits and provided information to individuals and the press.

As part of the 1984 observance, the Secretary of Health and Human Services recognized W. Clement Stone, insurance company executive and philanthropist, for his long-standing concern and financial support for child abuse prevention. The Department also gave a posthumous award to C. Henry Kempe, M.D. who established and directed the National Center for the Prevention of Child Abuse and Neglect in Denver. Dr. Kempe, one of the founding fathers of the child abuse and neglect prevention movement, drew nationwide attention to the "battered child syndrome" in 1961.

- Twenty-six hundred people participated in the Sixth National Conference on Child Abuse and Neglect supported by NCCAN and held in Baltimore in September 1983—the largest national child abuse conference ever held until that time. The conference required months of planning and coordination with individuals and organizations across the nation. The Baltimore Junior League was the host organization. Twenty four organizations co-sponsored and planned this major event in conjunction with NCCAN:

  -The American Academy of Pediatrics
  -American Humane Association
  -American Public Welfare Association
  -Association of Junior Leagues, Inc.
  -Baltimore Urban League/Providence Hospital, Inc.
  -Childhelp USA
  -Child Welfare League of America
  -COSSMHO (the National Coalition of Hispanic Mental Health and Human Services Organization)
  -Family Advocacy Committee, Department of Defense
  -National Association of Black Social Workers
  -National Association of Social Workers
  -National Committee for Adoption
  -National Committee for Prevention of Child Abuse
  -National Council of Juvenile and Family Court Judges
  -National Exchange Club Foundation for the Prevention of Child Abuse

- National Legal Resource Center for Child Advocacy and Protection, American Bar Association
- National Network of Runaway and Youth Services, Inc.
- Parents Anonymous
- Parents United
- SCAN America, Inc.
- School of Social Work and Community Planning, University of Maryland at Baltimore
- State of Maryland Social Services Administration
- Region III Resource Center for Children, Youth and Families
- Virginia Commonwealth University

The Seventh National Conference was held in Chicago, November 10-13, 1985, with the National Committee for Prevention of Child Abuse as a co-sponsor along with the NCCAN. NCCAN funded the conference planning and implementation. The conference required considerable coordination with a large number of organizations and drew more than 2,700 participants.

Federal Efforts to Encourage State and Local Coordination

Most of the Federal activities in child abuse carried out by the Departments of Health and Human Services, Justice, Education, and other departments are designed to strengthen the efforts of States and local communities in combatting child abuse and exploitation and to enlist the fullest cooperation and support of the private sector. This is accomplished by providing funds for research and demonstration projects and by funding states through State grant program authorities.

Preventing and Treating Sexual Exploitation

The National Institute of Mental Health, through its National Center for the Prevention and Control of Rape, tested the effectiveness of a program to train children in the prevention of sexual victimization. The Community Mental Health Center of Worchester, Massachusetts, in cooperation with the Rape Crisis Center and other organizations, trained 1,500 Camp Fire Girls, ages 8-16, and 500 Camp Fire leaders. This 3-year project, which ends in 1985, received additional funding from United Way and a private foundation and also received a national "Camp Fire Pride" Award from Camp Fire Girls in 1983. The Worchester Camp Fire Council is also coordinating with the Boston Council and has received inquiries from Camp Fire Councils in eight states.

The National Center for the Prevention and Control of Rape also funded the Child Protection Unit of Children's Hospital in the District of Columbia to train a wide variety of professionals in appropriate intervention and case management for sexually assaulted children and their families. Almost 500 professionals—doctors, nurses, social workers, teachers, counselors, district attorneys, day care workers, law enforcement officials, and many others—were trained in the District of Columbia, Philadelphia, Chicago and Oakland. Children's Hospital developed a training manual entitled "Child Sexual Abuse: Intervention and Treatment."

Encouraging Legal Innovations and Reforms

A growing concern is that reports of child abuse, both physical and sexual, have inundated State and local child protection agencies and have led to increasing numbers of cases being prosecuted in the criminal courts. Many reports recognize that a courtroom experience can be a source of extreme trauma to a child victim. Historically, children under a specified age have been unable to testify in any court proceeding solely on account of their age. However, because the child is often the only witness to the event, both prosecutors and child advocates are seeking ways to obtain the testimony of children without additional trauma to the child.

Numerous reforms have been proposed, such as video-taping the child's testimony, closing the courtroom, creating a "children's courtroom," and appointing a special advocate. Legal reforms recommended by many experts include exceptions to the hearsay rule, use of expert witnesses, and deferred prosecution programs. Many States have enacted legislation permitting use of these techniques, but there is little or no documentation describing and analyzing their effect on children. The NCCAN and the National Institute of Justice are supporting and intend to continue projects in this area.

NCCAN is funding a project with the American Bar Association's National Legal Resource Center for Child Advocacy and Protection aimed at making the legal system more responsive and more effective in handling child sexual abuse cases. Innovations being considered or implemented in four local or State sites include proposals for reforming statutes, evidentiary rules, legal procedures and dispositions in order to prevent additional trauma to the child and family and protect the child from further abuse. In March 1985,the American Bar Association sponsored an invitational "National Policy Conference on Legal Reforms in Child Sexual Abuse Cases" involving prosecutors, judges, law professors, researchers, and other specialists. Papers were presented and reforms critiqued by the participants. Many State and local legislative bodies are adopting reforms and the implications and effects of implementation are just beginning to be seen.

The National Institute of Justice funded research in this area by Abt Associates in Cambridge. In 1984, researchers visited Des Moines, Iowa; Orlando, Florida; Milwaukee, Wisconsin; and Ventura County, California—jurisdictions which have used one or more innovative techniques with child victims in the criminal justice system. The research report will contain a 50-State statutory review and an extensive case law review related to these innovations. This research should prove to be of considerable assistance to State and local child protection workers, law enforcement officials, State legislators, child advocates and others who are seeking answers on preventing or reducing additional trauma to the child victim.

Assisting State and Local Coordination Through the National Center on Child Abuse and Neglect

At the Federal level, the NCCAN serves as a focal point for information-sharing on such programs as those mentioned above and for coordination of child abuse activities among Federal, State and local governments and private organizations. NCCAN's mission includes assisting States and communities in implementing child abuse programs; generating knowledge and improving programs; and collecting, analyzing and disseminating information.

In 1983 and 1984, NCCAN provided $6.7 million each year in State grants. (A few States are ineligible for the funds because they do not meet the requirements of the Child Abuse Prevention and Treatment Act of 1974, but NCCAN and regional office staff continue to provide consultation to these States to assist them to qualify.) A major purpose of the State grant program is to support start-up or developmental activities, which, if successful, will be continued by the States with other funds. Many of the grants provide support for one-time activities with long range use, such as the development of protocols, procedural manuals, and central registry systems

for managing reports of child abuse and neglect. Approximately 30 percent of projects conducted with State grant funds have been continued using State-appropriated monies.

Each State designates a person to serve as a liaison for Federal and State child abuse prevention activities. (A list of State liaison officers appears in the Appendices.) Semi-annual meetings of State liaison officers and Federal officials provide a significant opportunity for exchanging information; discussing policy issues; monitoring State grant activities; and keeping current on best practices and timely issues, such as sexual abuse.

NCCAN also funds a number of research and demonstration projects. Many of these grants involve multidisciplinary coordination, service delivery and coordination of resources. In 1983 and 1984, 117 projects addressed a number of important issues pertinent to preventing and treating child abuse and neglect, including:

- strengthening support systems and providing education to parents at their work sites to prevent stress and isolation;
- examining alternatives to court proceedings with an emphasis on reducing the stress on the child;
- expanding the knowledge base about child sexual abuse;
- improving the handling of child sexual abuse cases from initial investigation to litigation; and,
- building capacity and resources in minority communities.

For example, recent grants to a number of minority organizations involve networking of resources which are not normally available to child protective agencies and child abuse treatment facilities. NCCAN funded a joint project of the Baltimore Urban League and Providence Hospital which provides support services to families through a network involving cooperation and coordination with the Baptist Ministers Conference, Bethel A. M. E. Church, Village Thrift Shop, Maryland Food Co-op, Manpower Services, the Department of Housing and the Youth Services Program. This project and the Baltimore City Department of Social Services provide assistance to strengthen 22 families per month.

The National Coalition of Hispanic Mental Health and Human Services Organizations (COSSMHO) is using an NCCAN grant to coordinate activities among a number of Hispanic organizations and projects to help adolescents and their families in Los Angeles. By September 1985, the project had trained 60 parent educators in Los Angeles to prepare Hispanic parents of young adolescents to adjust to family changes and issues that occur at puberty and to assist local youth agencies to plan programs for young Hispanic adolescents. Upon completion of the project, the curricula, resources guides and an evaluation will be disseminated nationally to 100 agencies working with Hispanic populations.

NCCAN funds a number of other minority groups to carry out similar coordinating and networking activities, including the Texas Migrant Council, Inc., Native

American Coalition of Tulsa, Cook Inlet Native Association, National Urban League, Meharry Medical College, Alliance of Black Social Workers, Puerto Rican Congress of New Jersey, Howard University, Atlanta University, and Clark College.

Providing Assistance through Regional Offices

In addition to the efforts of NCCAN, regional offices of the Office of Human Development Services are working with the States and organizations to promote coordination and cooperation in the area of child abuse.

For example, in recent months, regional offices have facilitated meetings between child welfare officials and Head Start representatives to discuss mutual concerns, including child abuse. Regional offices have also arranged meetings between day care and Head Start staff to discuss child abuse, especially child sexual abuse.

Further, regions have encouraged States, through the administration of State grants, to develop strategies and projects to enhance collaboration and coordination among groups with an interest in child abuse issues. As another example, some States, with regional office encouragement, have projects which bring together law enforcement officials and staff from child protective services to compare needs and to develop plans for working together.

Coordination Within the States

All over the country, encouraged by Federal efforts, States are promoting awareness, responding to State specific problems, and coordinating within the State and with other States and organizations to fight child abuse.

In Illinois, for example, the Department of Children and Family Services (DCFS) has worked with State law enforcement officials to develop a joint program on missing children. This State effort is coordinated with the new National Center of Missing and Exploited Children.

The Illinois Department of Children and Family Services also sponsored a Statewide conference on child sexual abuse in the fall of 1984 which brought together 400 professionals and lay people from a variety of disciplines. The 3-day conference provided opportunity for interaction among child protection workers, day care workers, law enforcement officials, parents and many others. Nationally known experts provided information on current issues and successful programs. DCFS also:

- established a system for investigating and screening child protective services and shelter care applicants for employment;
- developed an "Investigative Decisions Manual" for all child protective services workers which was shared by the State liaison officer and is now being used in other States as well; and
- developed a packet of materials for parents who use day care centers. Licensed day care centers are now required to provide the booklet on how to recognize child sexual abuse to parents.

In California, child abuse issues have had center stage for the past 2 years, especially in light of the publicity surrounding the alleged child sexual abuse by employees of preschool programs. In 1984, more than 60 bills were introduced in the State legislature, dealing with such areas as public awareness and education, reporting requirements, records and legal protection, training needs and funding. For 1985, the legislative agenda includes bills on child sensitive court procedures, child victim's rights and proposals for harsher penalties for perpetrators.

Between 1974 and 1984, the California Department of Justice's Child Abuse Central Registry had a 980 percent increase in the number of suspected cases reported. The budget for the Office of Child Abuse Prevention, established in 1977, has grown from $500,000 in that year to $25 million for Fiscal Year 1985-86. In January 1983, a Children's Trust Fund was established to provide a permanent source of funding for State and county child abuse and neglect prevention and intervention programs provided by private non-profit organizations. Funding for the Trust comes from a taxpayer check-off for contributions on income tax forms and a surcharge added to the cost of birth certificates.

California's vast size and large, diverse population make coordination of efforts difficult, yet all the more essential, to child abuse efforts in the State. Groups such as Parents Anonymous, Parents United (both with national headquarters in the State) and the California Consortium of Child Abuse Councils, a State chapter of the National Committee for Prevention of Child Abuse, are making considerable progress in workings with abusing families at the local level. The Consortium, with more than 60 chapters Statewide, has as its primary goal the coordination of policies and activities of the many local public and private agencies and programs in the child abuse delivery system. The Report of the Attorney General's Commission on the Enforcement of Child Abuse Laws, released in April 1985, highlights the continuing need for coordination in reporting, investigating, data collection, licensing and other areas related to child abuse.

Addenda: Fiscal Year 1985 Activities

Responding to "Baby Doe"

The Congress, in the Child Abuse Amendments of 1984, for the first time specifically addressed the issue of the medical treatment of disabled infants ("Baby Doe"). The activities leading to the promulgation of regulations and Model Guidelines which set the criteria and conditions which the States must meet in order to qualify for Federal grants under these amendments largely took place in 1985, and thus fell outside the time period covered by this report. However, due to the considerable interest in "Baby Doe", it seems appropriate for the Department of Health and Human Services to provide the Congress with an update on this important and timely subject. The development of the regulations and the Model Guidelines required considerable collaboration among Departmental officials of the Office of Human Development Services, the Office of the Surgeon General and the Office of the Assistant Secretary for Planning and Evaluation.

The Department received an overwhelming response—more than 116,000 letters—commenting on the Notice of Proposed Rulemaking which was published in the *Federal Register* on December 10, 1984. The final rule, published on April 15, 1985, reflects a careful balance between the need to establish effective protection of the rights of disabled infants and the need to avoid unreasonable government intrusion into the practice of medicine and parental responsibilities. Under the law, as spelled out in the final regulations, the State and territorial child abuse systems, rather than the Federal Office for Civil Rights, are responsible for seeking legal remedies.

In order to be eligible for basic child abuse State grant funds, the law required States and territories to have had in place by October 9, 1985, programs and/or procedures for responding to reports of medical neglect, including reports of the withholding of medically indicated treatment from disabled infants with life-threatening conditions.

The statute includes, in its definition of child abuse and neglect, the failure to respond to the infant's life-threatening condition by providing treatment—including appropriate nutrition, hydration, and medication—which, in the treating physician's medical judgment, will be most likely to be effective in ameliorating or correcting all such conditions. The definition does not include the failure to provide treatment (other than nutrition, hydration, or medication) in situations where the physician determines that:

- the infant is chronically and irreversibly comatose;
- the provision of such treatment could merely prolong dying, not be effective in

ameliorating or correcting all of the infant's life-threatening conditions, or otherwise be futile in terms of the infant's survival;

- the provision of such treatment would be virtually futile in terms of survival of the infant and the treatment itself under such circumstances would be inhumane.

The final rule requires States to implement effective procedures to respond to reported "Baby Doe" cases. These procedures must include:

- coordination with hospitals;

- the authority under the State law to pursue legal remedies, as necessary, to prevent the withholding of medically-indicated treatment; and

- access to medical records and use of a court order for an independent medical examination of the infant, as necessary, consistent with State law.

An appendix to the final rule spells out the Department's interpretive guidelines for implementing the law. These guidelines make clear that the law does not interfere with reasonable medical judgments. They also state that treatment decisions are not to be made on the basis of subjective opinions about the future "quality of life" of a retarded or disabled person.

The Department also published Model Guidelines for the establishment by health care providers of Infant Care Review Committees (ICRC). These Guidelines recommend that ICRCs educate hospital personnel and families of disabled infants with life-threatening conditions; recommend institutional policies and guidelines concerning the withholding of medically indicated treatment for these infants; and offer counsel and review in cases involving them. The Department recommended that an ICRC be large enough to represent varied disciplines and diverse perspectives, but not so large as to hinder effectiveness. The Model Guidelines suggest that an ICRC, at a minimum, consist of the following members: a practicing physician, a practicing nurse, a hospital administrator, a social worker, a representative of a disability group, a lay community member, and a member of the facility's organized medical staff who should serve as chairperson. The establishment of an ICRC by a hospital is voluntary and the Model Guidelines are advisory in nature.

Child Care Standards Act—Guidance to States to Prevent Child Abuse in Day Care Facilities

In the recent past, the American public has been shocked to hear reports of child sexual abuse in day care centers. Congress quickly enacted legislative provisions to provide additional assistance to the States. Although much of this activity took place in FY 1985, it is appropriate to inform the Congress of the progress which has been made in this important area.

P.L. 98-473, the Continuing Appropriations Act for Fiscal Year 1985, which became effective on October 12, 1984, made available to the States an additional $25 million under Title XX for training, and also directed that the Department provide guidance to the States in using these Title XX funds. The Congress directed HHS to provide this guidance by drafting and distributing to the States, for their consideration, a Model Child Care Standards Act containing minimum licensing or registration standards for: a) day care centers, b) family day care homes, and c) group day care homes. The Congress indicated that the standards were to address the following content areas:

1) training, development, supervision and evaluation;
2) staff qualification requirements, by job classification;
3) staff-child ratios;
4) probation periods for new staff;
5) employment history checks for staff; and
6) parent visitation

In November 1984 the Department asked all States to submit a copy of their latest day care licensing standards and registration requirements for day care centers, family and group day care homes. In December 1984, each State's standards/requirements were analyzed and summarized according to the six content areas defined by Congress. Drafts of proposed child care standards that were in the process of development and promulgation in several States were also analyzed. This analysis of current and proposed standards included an examination of the specific State licensing requirements relevant to preventing child sexual abuse in day care facilities.

Based on this review and analysis, the Department issued in January 1985, the *Model Child Care Standards Act—Guidance to States to Prevent Child Abuse in Day Care Facilities* (hereafter referred to as the *Guidance*). This document provides guidance for States to use in revising their statutes and standards to address the prevention of sexual abuse in child care facilities. General information is also provided on State licensing standards in recent years. Each section of the *Guidance* examines the findings of the 1981 Comparative Licensing Study and reports the results of the Department's review in December 1984 of all current, and some proposed, State licensing standards and registration requirements. The material from both reviews is presented for the content areas which the Congress directed the Department to examine. In the Appendices to the *Guidance*, the child care standards of two national organizations appear: the Child Welfare League of America and the National Association for the Education of Young Children.

The specific recommendations in the *Guidance* which the Department encouraged the States to require are as follows:

1. An "open door" policy at day care facilities so that parents can visit their children *at any time*, unannounced.
2. Provide parents with information like the section of the *Guidance* on "The Role of Parents in Preventing Child Sexual Abuse" which concerns the selection of day care facilities, communication with children about abuse, identification of symptoms of abuse and reporting of suspected abuse.
3. Every step should be taken to more actively involve parents in their children's day care program.
4. Intensive background screening including fingerprint checks, reference checks and employment history checks for potential employees of day care facilities.
5. Probationary periods for new child care employees during which time further background investigations and on-site evaluations should take place.
6. Increased training of child care workers to improve their skills in the prevention, detection and reporting of child abuse.
7. Community education efforts which candidly alert parents, children and the general public to the dangers of child abuse.

In January 1985, the Guidance was distributed to appropriate members of Congress, all Governors, all State legislatures, State Day Care Licensing and Child Welfare Services Administrators, State Child Abuse Liaisons, other appropriate State Officials and all HHS Regional Directors.

In addition, since January, 1985, more than 2,000 copies of the *Guidance* have been requested and distributed by HDS nationwide to national, State and local officials, organizations and individuals. A significant number of requests for the *Guidance* continue to be made, a year after its initial distribution.

Conclusion

Our society will not tolerate maltreatment of our children—our nation's most vulnerable and dependent population. For some years we have known about and fought the child abuse and neglect which most often traumatized children in their own homes. More recently, we have been shocked and shamed by reports of abuse of our children, especially sexual abuse, in preschool and other out-of-home settings as well as increasing sexual exploitation through prostitution and pornography. Further, we have reason to believe that our legal system, designed to assure the protection of the rights of the accused, may be inadequate to protect the child who is the victim, and, indeed, may even add to the terror and trauma of the child's ordeal.

The rush of child advocates, legislators, social workers, law enforcement officials, administrators and concerned citizens to take prompt action to protect our children demands coordination of efforts, else we may find ourselves working at cross purposes or duplicating efforts. In the months ahead, the Department of Health and Human Services will place an even greater emphasis on improving communication and coordination at all levels of government—Federal, State and local—and with private agencies and organizations. We will also place a greater emphasis on encouraging the corporate world to join this national effort to protect our children. Indeed, the Department is already taking steps to expand and strengthen the Advisory Board on Child Abuse and Neglect, which, with its membership drawn from Federal agencies and the public-at-large, is ideally suited to promote awareness and cooperation among individuals and groups all over the nation. (The new board list, expanded in 1985, is included in the Appendices.)

The NCCAN will expand its efforts to promote the awareness and training of medical professionals, teachers, FBI, local and State law enforcement officials, and others who are called upon to recognize and respond to child abuse and neglect. Out of this effort, we anticipate the development of a more accurate reporting system, one which will offer a greater number of substantiated reports and will provide more information such as assaults against children by strangers. We also expect that more awareness and an improved reporting system will lead to earlier intervention on behalf of the child. NCCAN will also be developing training materials for family court judges, who, in addition to other child abuse issues, must sometimes consider accusations of child abuse against one parent by the other parent in custody cases. NCCAN also plans to fund demonstration grants to States and local communities which will help define the roles and responsibilities of the various agencies which are involved in reports of child abuse in out-of-home settings.

NCCAN will also continue to promote prevention in many settings such as encouraging coordination of efforts of child abuse workers with public health agencies. For example, maternal and child health workers often work with parents and children who are at risk and there is a growing need for cooperation and coordination in these fields.

More and more, professionals in many fields and citizens from every walk of life are coming to realize that each of us has a role to play in preventing the abuse and exploitation of our children. As a society, we believe that our children have a right to a childhood which offers love, security, and freedom from fear. As individual people or individual groups, we can do little. By joining together, however, we can protect our children—and safeguard the future of our nation.

APPENDIX I

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APPENDIX IV

Definition of Child Abuse and Neglect (P.L. 93-247, as amended)

DEFINITION

SEC. 3. For purposes of This Act—

(1) the term "child abuse and neglect" means the physical or mental injury, sexual abuse or exploitation, negligent treatment, or maltreatment of a child under the age of eighteen, or the age specified by the child protection law of the State in question, by a person (including any employee of a residential facility or any staff person providing out-of-home care) who is responsible for the child's welfare under circumstances which indicate that the child's health or welfare is harmed or threatened thereby, as determined in accordance with regulations prescribed by the Secretary; and

(2)(A) the term "sexual abuse" includes—

(i) the employment, use, persuasion, inducement, enticement, or coercion of any child to engage in, or having a child assist any other person to engage in, any sexually explicit conduct (or any simulation of such conduct) for the purpose of producing any visual depiction of such conduct, or

(ii) the rape, molestation, prostitution, or other such form of sexual exploitation of children, or incest with children,

under circumstances which indicate that the child's health or welfare is harmed or threatened thereby, as determined in accordance with regulations prescribed by the Secretary; and

(B) for the purpose of this clause, the term 'child' or 'children' means any individual who has not or individuals who have not attained the age of eighteen.

(3) the term "withholding of medically indicated treatment" means the failure to respond to the infant's life-threatening conditions by providing treatment (including appropriate nutrition, hydration, and medication) which, in the treating physician's or physicians' reasonable medical judgment, will be most likely to be effective in ameliorating or correcting all such conditions, except that the term does not include the failure to provide treatment (other than appropriate nutrition, hydration, or medication) to an infant when, in the treating physician's or physicians' reasonable medical judgment, (A) the infant is chronically and irreversibly comatose; (B) the provision of such treatment would (i) merely prolong dying, (ii) not be effective in ameliorating or correcting all of the infant's life-threatening conditions, or (iii) otherwise be futile in terms of the survival of the infant; (or) (C) the provision of such treatment would be virtually futile in terms of the survival of the infant and the treatment itself under such circumstances would be inhumane.